

**The Structures of the Internal Revenue  
Service and the National Treasury Employees  
Union Are Not Effectively Aligned**

**June 2003**

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**This report has cleared the Treasury Inspector General for Tax Administration disclosure review process and information determined to be restricted from public release has been redacted from this document.**



DEPARTMENT OF THE TREASURY  
WASHINGTON, D.C. 20220

INSPECTOR GENERAL  
for TAX  
ADMINISTRATION

June 18, 2003

MEMORANDUM FOR DEPUTY COMMISSIONER FOR OPERATIONS SUPPORT

*Gordon C. Milbourn III*

FROM: Gordon C. Milbourn III  
Acting Deputy Inspector General for Audit

SUBJECT: Final Audit Report - The Structures of the Internal Revenue Service and the National Treasury Employees Union Are Not Effectively Aligned (Audit # 200210035)

This report presents the results of our review of the structures of the Internal Revenue Service (IRS) and the National Treasury Employees Union (NTEU). The overall objective of this review was to determine whether the current NTEU structure is aligned effectively with the organizational structure of the IRS. The audit was initiated at the request of Senator Charles Grassley, Chairman of the Senate Finance Committee.

To comply with the requirements of the IRS Restructuring and Reform Act of 1998 (RRA 98),<sup>1</sup> the IRS was realigned based on the types of taxpayers served. The NTEU did not restructure; its chapters continue to be aligned primarily along geographic jurisdictions. The differences in the structures cause communication problems for management and Union officials because of the complexity of the IRS' organizational structure and the number, sizes, jurisdictions, and locations of NTEU chapters.

The NTEU does not plan to restructure its chapters in a manner similar to that of the IRS. Changes to the number of Union chapters and their jurisdictions require a significant consensus within the NTEU. NTEU officials believe it would be difficult to align effectively with the IRS because the IRS structure is different for each of its main operating divisions and functions.

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<sup>1</sup> IRS Restructuring and Reform Act of 1998, Pub. L. No. 105-206, 112 Stat. 685 (codified as amended in scattered sections of 2 U.S.C., 5 U.S.C., 5 U.S.C. app., 16 U.S.C., 19 U.S.C., 22 U.S.C., 23 U.S.C., 26 U.S.C., 31 U.S.C., 38 U.S.C., and 49 U.S.C.).

The IRS was not required to respond to this report because it does not include any recommendations. However, IRS management officials reviewed the report prior to issuance.

Copies of this report are also being sent to the IRS managers on the distribution list. Please contact me at (202) 622-6510 if you have questions or Daniel R. Devlin, Assistant Inspector General for Audit (Headquarters Operations and Exempt Organizations Programs), at (202) 622-8500.

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National Treasury Employees Union Are Not Effectively Aligned**

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## The Structures of the Internal Revenue Service and the National Treasury Employees Union Are Not Effectively Aligned

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### Background

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This audit was initiated at the request of Senator Charles Grassley, Chairman of the Senate Finance Committee. Senator Grassley requested that we evaluate whether the current National Treasury Employees Union (NTEU) structure and staffing is efficient given the current organizational structure of the Internal Revenue Service (IRS). To respond to this request, we obtained information from the IRS on the structure and staffing of the IRS and the structure of the NTEU chapters that represent IRS bargaining unit employees.

To accomplish the IRS mission of ensuring taxpayers understand and meet their tax responsibilities, the IRS employs 119,510 employees,<sup>1</sup> which includes 96,880 bargaining unit employees. Bargaining unit employees are those who have a legal right to union representation. IRS employees are assigned to the IRS National Headquarters or 1 of 11 business units that have offices in 585 cities and municipalities throughout the country and overseas.

The NTEU has 110 local chapters that represent the IRS bargaining unit employees within each chapter's jurisdiction. The jurisdictions of the chapters are based on geographic areas, functional business units, or a combination of both. Union representatives are IRS employees, with the exception of NTEU officials in its National Headquarters.

A National Agreement between the IRS and the NTEU governs the terms and conditions of employment for all bargaining unit employees in the IRS except Chief Counsel bargaining unit employees. The Office of Chief Counsel and the NTEU are currently negotiating a new agreement for bargaining unit employees in this office.

Audit work was performed in Washington, D.C., from August 2002 through February 2003. The audit was conducted in accordance with *Government Auditing Standards*. Detailed information on our audit objective, scope, and methodology is presented in Appendix I. Major contributors to the report are listed in Appendix II.

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<sup>1</sup> This includes full-time, part-time, and seasonal employees.

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### **The Internal Revenue Service Is Aligned Based on Types of Taxpayers**

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The IRS has reorganized several times. The 2 most recent reorganizations were the 1995 reorganization that reduced the number of IRS regional offices from 7 to 4 and district offices from 63 to 33 while maintaining 10 service centers, and the 1999 restructuring of the entire organization based on the IRS Restructuring and Reform Act of 1998 (RRA 98).<sup>2</sup>

Prior to the implementation of the RRA 98, the IRS National Office was responsible for policy guidance while the regional commissioners provided oversight to the district offices. The district directors had responsibility for field activities, including the examination of tax returns and collection of delinquent taxes. Directors at the 10 service centers were responsible for the processing of tax returns (submission processing), providing taxpayers information on their accounts and resolving problems with those accounts (accounts management), and conducting examination and collection activities that did not require face-to-face interaction (compliance). The district and service center directors also had responsibility for personnel and administrative actions, such as the approval of employee awards and assignment of office space.

The RRA 98 directed the IRS Commissioner to develop and implement a plan to:

- Eliminate or substantially modify the existing organization of the IRS, which was based on a national, regional, and district structure.
- Establish organizational units serving particular groups of taxpayers with similar needs.

Based on the requirements of the RRA 98, the IRS began reorganizing in 1999. Its previous geographic structure, which had been based on 4 regional offices, 33 district offices and 10 service centers, was eliminated. The new IRS structure consisted of a National Headquarters and

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<sup>2</sup> IRS Restructuring and Reform Act of 1998, Pub. L. No. 105-206, 112 Stat. 685 (codified as amended in scattered sections of 2 U.S.C., 5 U.S.C., 5 U.S.C. app., 16 U.S.C., 19 U.S.C., 22 U.S.C., 23 U.S.C., 26 U.S.C., 31 U.S.C., 38 U.S.C., and 49 U.S.C.).

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11 IRS-wide business units, which were comprised of the following:

### **Four operating divisions:**

- Large and Mid-Size Business (LMSB).
- Small Business/Self-Employed (SB/SE).
- Tax Exempt and Government Entities (TE/GE).
- Wage and Investment (W&I).

### **Two support divisions:**

- Agency-Wide Shared Services (AWSS).
- Modernization, Information Technology and Security (MITS) Services.

### **Five functional business units:**

- Appeals (AP).
- Chief Counsel (CC).
- Criminal Investigation (CI).
- Communications and Liaison (C&L).
- Taxpayer Advocate Service (TAS).

The 10 service centers, which the IRS renamed campuses, continued to have responsibility for submission processing, accounts management, and compliance. However, rather than a director for each campus, there were separate SB/SE Division and W&I Division executives for each of these major operations.

After the 1999 reorganization, business units continued to make changes to their structures. For example, the LMSB Division realigned its territories and teams in October 2002. The territory managers had teams at fewer posts-of-duty as a result of this realignment. Also in October 2002, the MITS Services Division consolidated its 10 campus operations and 5 field area offices into three area offices.

### **Differences in the sizes and locations of business units**

The reorganization of the IRS based on the RRA 98 resulted in the establishment of business units that were significantly different in size and the number of locations where employees were assigned. The business units ranged in size from over 43,000 employees in the SB/SE Division, to less than 600 employees in the C&L function. The SB/SE Division had employees located in 532 cities and

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municipalities, while National Headquarters employees were in just 47 locations.

Over 56,000 employees were assigned to the 10 campuses. The majority of these employees were assigned to the W&I or SB/SE Divisions, with 31,100 and 19,600 employees, respectively. Other business units, such as the LMSB Division, assigned employees in small teams throughout the country. Information on the employees in each business unit and the number of Union chapters that represent the bargaining unit employees is provided in Table 1 below.

**Table 1 – Business Units, Employees and Union Chapters**

<b>Business Unit</b>	<b>Number of Employees</b>	<b>Bargaining Unit Employees</b>	<b>Number of Locations</b>	<b>Union Chapters</b>
Appeals	1,950	1,640	100	31
AWSS	5,370	2,520	136	67
Chief Counsel	2,420	1,630	57	50
CI	4,540	0	294	--
C&L	590	260	80	47
LMSB	6,130	4,940	381	94
NHQ	1,260	540	47	19
MIT Services	7,930	5,950	159	97
SB/SE	43,830	38,570	532	100
TE/GE	2,290	1,930	141	66
TAS	2,230	1,760	91	77
W&I	40,970	37,140	422	102
<b>Totals</b>	<b>119,510</b>	<b>96,880</b>		

*Sources: Treasury Integrated Management Information System and Totally Automated Personnel System.*

*Note: Employee totals rounded to the nearest 10.*

Before the reorganization, district and service center directors had responsibility for all employees within the district or service center, regardless of their function. The reorganization eliminated this central point of authority at the local level and the one-to-one relationship with the Union.

After the reorganization, to address the need for one executive to handle local issues that affected more than one business unit, the IRS created the position of Senior



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Commissioner Representative (SCR). The SCR duties were originally a collateral assignment for 57 executives and managers (at least 1 in each state). However, the IRS recently consolidated the number of SCR positions. There are now 17 SCRs and they are full-time managers from the AWSS function. This consolidation allocated larger geographic areas and more Union chapters to most of the 17 SCRs. The SCRs are responsible for cross-functional administrative issues such as safety issues, office closings, relocations and space alterations, as well as local mid-term bargaining.

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### **Most Union Chapters Are Aligned Geographically**

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The NTEU structure has evolved over time. Many of the chapters originated locally and operated and bargained independently. As the organization evolved, the NTEU consolidated chapters at existing locations. The NTEU also added chapters at existing locations and at new sites established by IRS expansion. This has resulted in a wide variance in the size of the geographic area and the number of employees per Union chapter. The NTEU did not consolidate its chapters when the IRS reduced the number of district offices from 63 to 33, nor reduce the number of chapters based on the IRS reorganization initiated in 1999.

The NTEU Constitution defines each Union chapter's jurisdiction, and allows the National President to realign the jurisdiction of existing chapters, provided the affected NTEU chapter members ratify the proposed realignment by majority vote. The Constitution can only be amended by a two-thirds ballot vote of the votes cast at a National Convention. The NTEU has 110 local chapters that represent the IRS bargaining unit employees within each chapter's jurisdiction.

The jurisdictions of 100 chapters are based on geographic boundaries. For example, there is one Union chapter that represents all IRS bargaining unit employees located in the state of New Jersey.<sup>3</sup>

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<sup>3</sup> See Appendix IV for the jurisdiction of each Union chapter.

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The jurisdictions of 3 of the 110 chapters are based on a combination of the geographic location and functional business unit. For example, Chapter 26 represents:

- All bargaining unit employees in Georgia, except those at the Atlanta Campus.
- Appeals and TE/GE Division bargaining unit employees in Alabama, Florida, Kentucky, and Louisiana.
- Appeals bargaining unit employees in Mississippi, North Carolina, South Carolina, and Tennessee.

The remaining seven chapters are based only on function. These seven chapters include:

- Five chapters that represent Appeals bargaining unit employees.
- One chapter that represents MITS Services bargaining unit employees in Detroit.
- One chapter that represents Counsel bargaining unit employees.

The 5 Appeals chapters represent only Appeals bargaining unit employees in 16 states and Washington, D.C. In addition, there are 26 Union chapters that represent a combination of Appeals bargaining unit employees and employees in other business units. For example, Chapter 45 represents all IRS bargaining unit employees who work in Oklahoma, including the Appeals bargaining unit employees. The different types of chapter jurisdictions occurred when Appeals-only chapters consolidated with chapters that represented other bargaining unit employees.

The Counsel chapter represents Counsel bargaining unit employees in Washington, D.C., and 46 information technology employees who had been reassigned to the MITS Services Division from the Office of Chief Counsel as part of the RRA 98 reorganization. Counsel employees in the field are represented by 49 Union chapters that also represent bargaining unit employees in other business units.

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### **There is a wide variance in the number of bargaining unit employees represented by Union chapters**

Of the 110 Union chapters, there are 17 with fewer than 100 bargaining unit employees and 24 with more than 1,000 bargaining unit employees. A breakdown of the chapters, by size, is listed in Table 2. The 51 smallest chapters represent 7.9 percent of the IRS bargaining unit employees, and the 10 largest chapters represent 49.6 percent of the bargaining unit employees.

**Table 2 – Distribution of Bargaining Unit Employees**

<b>Number of Bargaining Unit Employees</b>	<b>Number of Chapters</b>	<b>Percentage of All Bargaining Unit Employees</b>
Under 100	17 Chapters	1.2%
100 – 299	34 Chapters	6.7%
300 – 499	14 Chapters	6.2%
500 – 999	21 Chapters	15.9%
1,000 – 2,999	14 Chapters	20.4%
3,000 or More	10 Chapters	49.6%
<b>Total</b>	<b>110 Chapters</b>	<b>100%</b>

*Sources: Treasury Integrated Management Information System and Totally Automated Personnel System.*

The smallest chapter, Chapter 100, which represents bargaining unit employees who work in Steubenville and Youngstown, Ohio, has 25 bargaining unit employees. This chapter represents bargaining unit employees in three business units. The largest Union chapter, Chapter 71, which represents bargaining unit employees assigned to the Philadelphia Campus, has 7,077 bargaining unit employees assigned to 6 business units. Listed in Table 3 are the five smallest and five largest Union chapters, the locations of the employees, and the number of employees the chapters represent.

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**Table 3 – Chapters with the Fewest and Most Bargaining Unit Employees**

Chapter	State(s)	Jurisdiction	Bargaining Unit Employees
<i>Smallest Chapters</i>			
100	Ohio	Steubenville, Youngstown*	25
38	Nevada	Reno*	37
75	Ohio	Dayton* - Except Campus - Covington, and Wright Air Force Base	46
252	New York	Appeals - Long Island	51
44	Ohio	Defiance, Findlay, Lima, Toledo*	58
<i>Largest Chapters</i>			
73	Kentucky Ohio	Campus - Covington, Florence (Also Wright Air Force Base)*	5,157
99	New York	Campus - Holtsville,* Yaphank	5,362
97	California	Campus - Clovis, Fresno,* Tulare	5,966
67	Utah	Campus - Clearfield, Ogden*	6,390
71	Pennsylvania	Campus - Allentown, Fogelsville, Philadelphia*	7,077

*Sources: Treasury Integrated Management Information System and Totally Automated Personnel System.*

*\*These chapters do not include Appeals.*

The National Agreement authorizes a president, chief steward and at least one additional steward for each Union chapter. The Agreement also provides enclosed office space, furniture, and equipment for each Union chapter.

The complexity of the IRS' organizational structure and the number, sizes, jurisdictions, and locations of NTEU chapters make effective and efficient communications more difficult. This creates communication problems for management and Union officials.

IRS and NTEU officials meet to discuss personnel policies, practices and other conditions of employment. The interactions between management and Union officials range from local meetings between a manager and Union official,

### **The Differences in Organizational Structures Increase the Resources Needed to Communicate and Resolve Issues**

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to meetings between IRS executives and NTEU National and chapter officials. Union officials, managers and executives also participate in Partnering Council meetings and mid-term negotiations.

The complexity of the interactions depends, in part, on the issue and the business unit involved. For example, a grievance involving one employee could be handled locally with the Union official and first-level manager. However, an issue involving all employees at one campus, such as a security or safety issue, could involve officials from one Union chapter and the SCR. The National Agreement requires that negotiations on issues that cross SCR jurisdictions be addressed at the National level with National NTEU. For example, the National Performance Awards Agreement replaced all local agreements that had been in place for performance awards with nationwide policies and procedures for performance awards. If the issue involves multiple Union chapters, but falls within one SCR's jurisdiction, the National Agreement requires negotiations to be conducted below the National level. The Agreement provides a limit of seven Union representatives who can be members of the bargaining team, unless both management and the Union agree to additional Union representatives.

### **Management concerns**

The IRS management officials we interviewed had concerns about the differences in the organizational structures of the IRS and NTEU and the number of Union chapters. Most of these officials stated that managers above the first level were most affected by the differences in the organizational structures. For example, an area director in the W&I Division stated that he must deal with 12 Union chapters. However, in smaller business units (Appeals, AWSS, MITS Services and the TE/GE Division), the first-level managers were also significantly affected because their employees can be located at several posts-of-duty. For example, a first-level manager in Appeals could have to work with four or five Union chapter presidents.

IRS management officials also stated that the structure of the Union and the number of chapters are barriers to

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communication. One concern expressed was that there are too many chapter presidents with whom it is necessary to communicate; the more people involved in communications, the less effective they become. Another concern is the additional time spent for managers and Union representatives to determine whom they need to contact.

### **Union concerns**

Union officials we interviewed also had concerns about the differences in the organizational structures of the IRS and NTEU. For example, one Union official stated that prior to the reorganization the IRS had an on-site executive who could meet face-to-face to address issues at the field office. Now, when chapter presidents need to address issues that affect bargaining unit employees in their chapters, they no longer have one local executive to meet with face-to-face, because IRS executives represent employees located throughout the country. Another NTEU official stated that some managers, including first-level managers in Appeals and second-level managers in the TE/GE Division, were not on site, which delays the resolution of problems.

Union officials also noted that they must now work with several managers to address issues that affect bargaining unit employees. For example, one Union official stated that there were now five different LMSB Division territories at his location, and he must spend a great deal of time establishing relationships. Another Union official stated that there is inadequate coordination, more confusion and division, and less communication.

Union officials at campuses are less affected by the differences in the organizational structures. Executives from the SB/SE and W&I Divisions who are responsible for the major operations at the campuses are on-site. One, or at most two, Union chapters represent all the bargaining unit employees at each campus. This helps facilitate communication between the IRS and NTEU at those larger locations.

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### **The Union Does Not Plan to Change Its Structure**

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The IRS recognized that its reorganization in 1999 would cause problems in communicating and coordinating with the NTEU and asked the Union to voluntarily align its internal structure to reflect the IRS' structure. The NTEU structure is not subject to collective bargaining, so any changes would need to be initiated by the Union.

However, the NTEU does not plan to structure its chapters in a manner similar to that of the IRS. One reason is that changes to the number of Union chapters and their jurisdictions require a significant consensus. The NTEU Constitution defines each Union chapter's jurisdiction and allows the National President to realign the jurisdiction of existing chapters, but only if the affected NTEU chapter members ratify the proposed realignment by majority vote. The Constitution can only be amended by a two-thirds ballot vote of the votes cast at a National Convention. Furthermore, the position of NTEU officials is that the IRS has repeatedly changed its structure, and any communication difficulties are attributable to the IRS' organizational changes. Even if the goal were to emulate the IRS structure, they believe it would be very difficult because the IRS structure is different for each of the IRS' main operating divisions and functions. Consequently, NTEU officials believe it would not be beneficial or desirable to emulate the IRS structure. Finally, they pointed out that the IRS has many stakeholders, and these stakeholders do not routinely change their organizational structures based on IRS changes.

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## **Appendix I**

### **Detailed Objective, Scope, and Methodology**

Our overall objective was to determine whether the current National Treasury Employees Union (NTEU) structure is aligned effectively with the organizational structure of the Internal Revenue Service (IRS). This audit was initiated at the request of Senator Charles Grassley, Chairman of the Senate Finance Committee.

To accomplish this objective, we performed the following audit steps:

- A. Obtained and reviewed information on the structure and staffing of the NTEU, including:
  - 1. A listing of Union chapters and the jurisdiction of each chapter.
  - 2. A listing of NTEU chapter presidents.
  - 3. The NTEU National Constitution.
- B. Obtained and reviewed information on the structure and staffing of the IRS, including:
  - 1. Organizational charts and background information on prior reorganizations.
  - 2. IRS Restructuring and Reform Act of 1998 (RRA 98).<sup>1</sup>
  - 3. IRS Organizational Blueprint 2000.
  - 4. IRS 2002 Transition Reference Guide.
  - 5. Current organizational charts for each business unit.
  - 6. Downloads of Treasury Integrated Management Information System and Totally Automated Personnel System data obtained in September 2002 and January 2003 from the Agency-Wide Shared Services Transactional Processing staff with information on the:
    - a) Number of employees at each building location.
    - b) Business unit assignment of all the employees.
    - c) Union chapter that represented the bargaining unit employees at each building by business unit.

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<sup>1</sup> IRS Restructuring and Reform Act of 1998, Pub. L. No. 105-206, 112 Stat. 685 (codified as amended in scattered sections of 2 U.S.C., 5 U.S.C., 5 U.S.C. app., 16 U.S.C., 19 U.S.C., 22 U.S.C., 23 U.S.C., 26 U.S.C., 31 U.S.C., 38 U.S.C., and 49 U.S.C.).



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- d) Number of employees, by business unit, located in each city and municipality.
- C. Identified the number, business unit, and location of the IRS bargaining unit employees represented by each NTEU chapter.
- D. Identified the number of Union chapters that represented bargaining unit employees in each business unit.
- E. Interviewed 18 IRS management officials and 8 Union officials to determine the methods of communication used, reasons for their communications, and any problems that were created by the differences in the organizational structures of the IRS and NTEU.

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**Appendix II**

**Major Contributors to This Report**

Daniel R. Devlin, Assistant Inspector General for Audit (Headquarters Operations and Exempt Organizations Programs)

Michael E. McKenney, Director

Carl L. Aley, Audit Manager

Albert M. Sleevea, Senior Auditor

Timothy F. Greiner, Auditor

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**Appendix III**

**Report Distribution List**

Commissioner N:C  
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Office of Management Controls N:CFO:AR:M  
Audit Liaison: Chief Human Capital Officer N:ADC:H

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**Appendix IV**

**Jurisdiction of National Treasury Employees  
Union Chapters**

<b>Chapter</b>	<b>State</b>	<b>Jurisdiction</b>	<b>Bargaining Unit Employees</b>	<b>Business Units<sup>1</sup></b>
1	Wisconsin	All Except Appeals	444	9
2	North Dakota	All Except Appeals	63	6
3	Nebraska	All	191	8
4	Iowa	All	194	7
5	Idaho	All	92	8
6	Louisiana	All Except Appeals and Tax Exempt and Government Entities (TE/GE) Division	454	8
7	Maine	All Except Appeals	137	6
8	South Dakota	All Except Appeals	62	8
9	Indiana Ohio	Appeals - Indiana Cincinnati and Appeals in Cleveland, Columbus, Dayton, Independence, Springdale, Toledo - Ohio	934	11
10	Illinois Minnesota Missouri North Dakota South Dakota Wisconsin	Chicago, Downers Grove, Morton Grove, Rockford, Schaumburg, University Park, Vernon Hills, Westmont - Illinois Appeals - Minnesota Appeals - Missouri Appeals - North Dakota Appeals - South Dakota Appeals - Wisconsin	1,467	10
11	New Hampshire	All Except Appeals	150	6
12	Alabama	All Except Appeals and TE/GE Division	280	7
13	Mississippi	All Except Appeals and TE/GE Division	178	6
14	Missouri	Cape Girardeau, Columbia, Florissant, Jefferson City, Poplar Bluff, Rolla, St. Louis, Sunset Hills, Town and Country Except Appeals	1,021	10
15	California	Los Angeles - Except Appeals	587	9

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<b>Chapter</b>	<b>State</b>	<b>Jurisdiction</b>	<b>Bargaining Unit Employees</b>	<b>Business Units<sup>*1</sup></b>
16	Florida	Gainesville, Jacksonville, Ocala, Panama City, Pensacola, Tallahassee Except Appeals and TE/GE Division	1,121	8
17	Utah	All Except Ogden Campus	174	8
18	Connecticut	East Hartford, Hartford, New London, Waterbury, Wethersfield	289	10
19	Vermont	All Except Appeals	83	5
20	California	Oakland, Redwood City, San Francisco Except Appeals	1,190	9
22	Pennsylvania	Bethlehem, Harrisburg, Jenkintown, King of Prussia, Lancaster, Media, Philadelphia Except Philadelphia Campus, Reading, Scranton, Wilkes Barre, Williamsport, York Except Appeals	842	10
23	Massachusetts	All Except Appeals and Andover Campus	789	8
24	Michigan	All Except Detroit Computing Center	1,020	11
25	Kentucky	All Except Appeals, TE/GE Division and Covington Campus	228	7
26	Alabama Florida Georgia Kentucky Louisiana Mississippi North Carolina South Carolina Tennessee	Appeals and TE/GE Division - Alabama Appeals and TE/GE Division - Florida Excluding W. Palm Beach and Miami All Except Atlanta Campus and Atlanta Call Site - Georgia Appeals and TE/GE Division - Kentucky Appeals and TE/GE Division - Louisiana Appeals - Mississippi Appeals - North Carolina Appeals - South Carolina Appeals - Tennessee	1,498	11
27	Ohio	Columbus, Columbus Grove, Marion, Portsmouth, The Plains, Zanesville Except Appeals	115	5
29	Minnesota	All Except Appeals	497	9
30	Washington	All Except Appeals	1,042	9
31	Wyoming	All	59	6
32	Colorado	All	1,048	11
33	Arizona	All	497	11

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<b>Chapter</b>	<b>State</b>	<b>Jurisdiction</b>	<b>Bargaining Unit Employees</b>	<b>Business Units<sup>*1</sup></b>
34	Pennsylvania	Altoona, Bradford, Butler, Cranberry, Du Bois, Erie, Johnstown, Monroeville, Pittsburgh, State College, Washington	624	9
35	Hawaii	All Except Appeals	142	6
36	Missouri	Chillicothe, Independence, Jefferson City, Joplin, Kansas City - Except Kansas City Campus, Springfield, St. Joseph Except Appeals	213	7
37	Ohio	Cleveland, Independence, Lorain, Painesville Except Appeals	589	7
38	Nevada	Reno - Except Appeals	37	3
39	Tennessee	All Except Appeals, TE/GE Division, Memphis Campus, Tennessee Computing Center and Nashville Call Site	515	8
40	Oregon	All Except Appeals	483	8
41	New Mexico	All	154	7
42	Montana	All	88	7
43	Illinois	Bloomington, Carbondale, Champaign, Decatur, Fairview Heights, Galesburg, Mattoon, Mt. Vernon, Olney, Peoria, Quincy, Springfield	970	8
44	Ohio	Defiance, Findlay, Lima, Toledo Except Appeals	58	4
45	Oklahoma	All	423	10
46	Texas	Abilene, Amarillo, Dallas, De Soto, Euless, Fort Worth, Longview, Lubbock, Lufkin, Midland, San Angelo, Sherman, Tyler, Wichita Falls	2,025	11
47	New York	Bardonia, Bronx, NY Manhattan, White Plains, Garden City (Estate and Gift Only)	1,502	10
48	Virginia	All Except Appeals	1,134	9
49	Indiana	All Except Appeals	692	8
50	North Carolina	All Except Appeals and TE/GE Division	553	8
51	Kansas	Garden City, Hays, Mission, Parsons, Salina, Topeka, Wichita Except Appeals	304	9

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<b>Chapter</b>	<b>State</b>	<b>Jurisdiction</b>	<b>Bargaining Unit Employees</b>	<b>Business Units<sup>*1</sup></b>
52	Texas	Austin - Except Austin Campus, Bryan, Corpus Christi, El Paso, Harlingen, Laredo, McAllen, San Antonio, Victoria, Waco	635	10
53	New York	Garden City (Excluding Estate and Gift in Chapter 47), Hauppauge, Hempstead, Riverhead, Smithtown, Westbury	282	7
54	Rhode Island	All	139	6
55	South Carolina	All Except Appeals and TE/GE Division	195	5
56	Delaware	All Except Appeals	98	6
57	New York	Binghamton, Elmira, Syracuse, Utica	106	5
58	New York	Buffalo, Cheektowaga, Jamestown	974	10
59	Arkansas	All	183	7
60	New Jersey	All	984	10
61	New York	Albany, Glens Falls, Kingston, Lantham, Massena, New Windsor, Plattsburgh, Poughkeepsie	240	8
62	Maryland	Baltimore, Owings Mills, Salisbury Except Appeals	693	9
64	West Virginia	All Except Appeals and Martinsburg Computing Center	307	8
65	Maryland	Washington Headquarters Excluding International - Washington, D.C. Bethesda, New Carrollton, Oxen Hill, Silver Spring - Maryland	3,111	10
66	Kansas Missouri	Campus - Lenexa, Overland Park Campus - Kansas City Except Appeals	3,859	3
67	Utah	Campus Clearfield, Ogden Except Appeals	6,390	9
68	Massachusetts	Campus - Andover, Fitchburg, Lowell, Methuen, Wilmington Except Appeals	3,235	8
69	Alaska	All Except Appeals	97	7
70	Georgia	Campus - Chamblee, Norcross Except Appeals and Call Site	2,357	5
71	Pennsylvania	Campus - Allentown, Fogelsville, Philadelphia Except Appeals	7,077	6

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<b>Chapter</b>	<b>State</b>	<b>Jurisdiction</b>	<b>Bargaining Unit Employees</b>	<b>Business Units<sup>*1</sup></b>
72	Texas	Campus Austin Buildings Only - S. Interregional Highway Building, Woodward St. Building, Freidrich Lane Building, and San Antonio Campus Building (Other Buildings See Chapter 247)	3,247	8
73	Kentucky Ohio	Campus - Covington, Florence Campus - Wright Paterson Air Force Base (Part of Covington Campus) Except Appeals	5,157	6
74	Ohio	Akron, Canton, Mansfield Except Appeals	83	4
75	Ohio	Dayton, Campus - Covington and Wright Air Force Base Except Appeals	46	3
77	Florida	Miami - Except Appeals	165	5
78	Michigan	Detroit Computing Center	663	1
79	New York	Elmira, Syracuse	68	6
81	Alaska California Hawaii Nevada Oregon Washington	Appeals - Alaska Appeals - Fresno, Sacramento, San Diego, San Francisco, San Jose, Walnut Creek - California Appeals - Hawaii Appeals - Nevada Appeals - Oregon Appeals - Washington	181	1
82	West Virginia	Martinsburg Computing Center	743	4
83	-----	Washington International Only - Guam, Mexico, etc. Overseas	154	4
84	Florida	Daytona Beach, Lakeland, Maitland, Melbourne, Orlando Except Appeals and TE/GE Division	168	5
85	Nevada	Las Vegas - Except Appeals	208	8
86	----- Maryland	Washington North Capitol St - Washington, D.C. Annapolis, Frederick, Hagerstown, La Vale, Wheaton - Maryland Except Appeals	319	6
87	Florida	St. Petersburg, Tampa Except Appeals and TE/GE Division	147	5



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<b>Chapter</b>	<b>State</b>	<b>Jurisdiction</b>	<b>Bargaining Unit Employees</b>	<b>Business Units<sup>*1</sup></b>
90	----- Delaware Maryland Pennsylvania Virginia West Virginia	Appeals - North Capitol St. - Washington, D.C. Appeals - Delaware Appeals - Baltimore, Maryland Appeals - Philadelphia, Pennsylvania Appeals - Virginia Appeals - West Virginia	191	1
92	California	El Centro, San Diego, San Marcus Except Appeals	280	6
93	Florida	Deerfield Beach, Ft. Lauderdale, Ft. Pierce, Plantation, W. Palm Beach Except Appeals and TE/GE Division	562	8
97	California	Campus - Clovis, Fresno, Tulare Except Appeals	5,966	9
98	Tennessee	Campus - Memphis and Tennessee Computing Center Except Appeals	4,606	6
99	New York	Campus - Holtsville, Yaphank Except Appeals	5,362	7
100	Ohio	Steubenville, Youngstown Except Appeals	25	3
107	California	El Monte, Monterey Park Except Appeals	279	5
108	California	Laguna Niguel, Santa Ana Except Appeals	713	10
117	California	Long Beach	132	3
118	California	Bakersfield, Fresno - Except Fresno Campus, Merced, Oxnard, San Luis Obispo, Santa Barbara, Santa Maria, Visalia Counsel - Thousand Oaks Except Appeals	266	5
124	Connecticut	Bridgeport, Danbury, New Haven, Norwalk	207	6
193	----- ----- -----	Puerto Rico - All St. Thomas - All St. Croix - All	465	6
198	California	El Segundo - Except Appeals	185	4
222	Texas	Beaumont, Houston	940	10
233	California	Glendale, Van Nuys, Woodland Hills Except Appeals	427	5

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<b>Chapter</b>	<b>State</b>	<b>Jurisdiction</b>	<b>Bargaining Unit Employees</b>	<b>Business Units<sup>*1</sup></b>
234	California	Palm Springs, San Bernardino Except Appeals	172	7
238	California	Modesto, Salinas, San Jose, Santa Cruz Except Appeals	414	9
239	California Nevada	Chico, Eureka, North Highlands, Rancho Cordova, Redding, Sacramento, San Rafael, Santa Rosa, Stockton, Ukiah, Vallejo, Walnut Creek Zephyr Cove, Nevada Except Appeals	743	9
247	Texas	Campus Austin - Director's Blvd. Building (Other Austin Campus Buildings see Chapter 72) Except Appeals	1,404	3
249	Florida	Ft. Myers, Sarasota Except Appeals and TE/GE Division	82	4
251	-----	Counsel - Washington, D.C. Modernization, Information Technology and Security Services Employees Only; Formerly Part of Counsel - Washington, D.C.	681	2
252	New York	Appeals - Long Island	51	1
253	Maine Massachusetts New Hampshire Vermont	Appeals - Maine Appeals - Massachusetts Appeals - New Hampshire Appeals - Vermont Counsel - Massachusetts	76	2
267	California	Appeals - Fresno, Glenside, Laguna Niguel, Los Angeles, Riverside, San Bernardino, Thousand Oaks	146	1
270	Tennessee	Nashville (Call Site Only) - Except Appeals and TE/GE Division	456	5
271	New York	Brooklyn, Rego Park Except Appeals	482	7
284	Georgia	Atlanta Call Site Only - Atlanta, Chamblee, Norcross Except Appeals	1,861	6
Chapter Affiliation Not Available			127	--
<b>Total</b>			<b>96,864<sup>*2</sup></b>	

*Sources: Treasury Integrated Management Information System, Totally Automated Personnel System, and Internal Revenue Service Strategic Human Resources.*

## **The Structures of the Internal Revenue Service and the National Treasury Employees Union Are Not Effectively Aligned**

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### Notes

\*1 National Headquarters included in business unit counts.

\*2 Total does not equal 96,880 listed in Table 2 of this report due to rounding of chapter totals in the Table.

1. Call Site - Small Business/Self-Employed and Wage and Investment Division telephone contact sites.
2. Computing Center - Modernization, Information Technology and Security Services data processing centers.
3. Estate and Gift - Small Business/Self-Employed Division employees who are assigned to the Estate and Gift Tax Program.
4. International - Employees who provide guidance on international tax matters.